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ABSTRACT

This paper urges colleges to take an active role in the political decision-making process and uses the lobbying efforts of Miami-Dade Community College (MDCC) as an example. The paper first notes the inability of the Florida community colleges to foster a concise public image, the concomitant lack of attention paid by the state legislature to the colleges, and problems that will be faced by the colleges in the 1980s as a result of decreased public support and increased competition from industry and four-year educational institutions. After noting the creation in 1980 of the State Community College Coordinating Board, which, among other tasks, was charged with establishing a legislative program, the paper presents a case study describing MDCC's lobbying efforts during the 1981 Florida legislative session. Reasons for becoming involved in lobbying are first discussed in the case study, followed by an outline of ten tasks undertaken by MDCC's College-Wide Legislative Committee. These tasks include learning legislative processes, compiling a calendar of legislative events, planning workshops, regularly contacting legislators and their aides, conducting a letter-writing campaign, and publishing a biweekly legislative bulletin. Finally, the paper outlines beneficial outcomes of these efforts and enumerates recommendations for improvement. Appendices include summaries of the Florida state legislative process, pointers for effective legislative testimony, and MDCC's 1981 legislative report. (JP)

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POLITICS IN EDUCATION: A CASE STUDY OF THE FLORIDA COMMUNITY COLLEGE SYSTEM LEGISLATIVE PROGRAM WITH AN EMPHASIS ON MIAMI-DADE COMMUNITY COLLEGE ACTIVITIES

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POLITICS IN EDUCATION: A CASE STUDY OF THE FLORIDA COMMUNITY COLLEGE SYSTEM LEGISLATIVE PROGRAM WITH AN EMPHASIS ON MIAMI-DADE COMMUNITY COLLEGE ACTIVITIES

INTRODUCTION:

During a F.A.P.J.C. (Florida Association of Public Junior Colleges) meeting in 1961, Kenneth Skaggs, Dean of Chipola Junior College, reported the actions of the 1961 Legislature by saying:

"The junior colleges need now, more than ever before in our short history, to exert the greatest degree of leadership. The problems facing us are many. How to get along on what we were finally allotted financially is one. How to project a strong, understandable, clear and acceptable image is another. (If there is one clear-cut fact emerging from this session of the Legislature, it is that we have not presented to the people of Florida, nor to their duly elected representatives in the Legislature, a consistent understanding or definition of the community college, its role, functions and community impact). No clear-cut, acceptable, easily understood image of our institutions exists: This, by the way, is not unique to Florida.. The voice of the Florida junior college movement must be strengthened. We must speak in confidence and boldness where our welfare is at stake." [1]

The year was 1961, twenty years later the community college are still faced with the same problems. The community college system of the State of Florida continues to be seen as the "middle child of our educational system" despite some attempts to change it. The university system has established itself as the oldest child with the public schools being the youngest. During the last two legislative sessions, legislators have paid very close attention to the quality of education issue in our public education system. This has meant special treatment for universities and public schools and very little for community colleges.

[1] Florida Association of Community Colleges, Current, (Tallahassee, Fla., July 1981) P.5

"It is not for a lack of popularity that the community college system, the nation's sixth largest, has seen lower allocations than other elements of the State's educational system. During 1980 more than 700,000 Floridians, one State resident in 13, attended at least one of the State's 28 community colleges. That is more than four times the number of students who enrolled in Florida public universities. About 60 percent of the juniors and seniors currently enrolled in Florida public universities. About 60 percent of the juniors and seniors currently enrolled in Florida's university system attended community colleges." [2]

If this is all true, then what is the real problem? Ed Cisek, Graham's education policy coordinator, probably summarized it better than anyone else. He said that some of the reasons for the community colleges to be seen the way they do is due to their lack of effective lobbying as well as a lack of a system-wide long-range planning.

Lack of system-wide planning is an issue which has not only affected the State's community colleges, but also it's an issue which has plagued the entire educational system of Florida.

Further in this paper I will discuss what the State Community College Coordinating Board and the President's Council have done to address this problem.

The purpose of this paper will be to show what are some of the present conditions facing the community college in the 80's and how we should prepare for the years to come.

This paper will use Miami-Dade Community College as an example by analyzing our lobbying techniques and how they could be implemented systemwide.

COMMUNITY COLLEGES IN THE EIGHTIES

The decade of the eighties will be a radically different environment

[2]Florida Association of Community Colleges, Current, (Tallahassee, Fla., July 1981) P.6

for community colleges. There are national trends as well as local realities which community college systems cannot escape.

Traditional higher education institutions, including community colleges, are no longer alone in the marketplace offering training for jobs, degrees or life enrichment courses. More and more the private colleges and schools are competing with us for student enrollments. The traditional education institutions will count for less and less of all adult education on the post-secondary level. Only 24 percent of the current post-secondary training is provided by public educational institutions. This is both a threat and a challenge as the perception builds that public post-secondary institutions may not be thought of as the most important or the most efficient place to provide education. AT&T is spending $700 million on providing its own training and Holiday Inns Inc. has started its own university. In addition to corporations, proprietary schools, private enterprise universities, the military and labor unions moving into the educational field in a very aggressive way.

Less and less dollars from the federal and state governments will be available for education and with a new twist: the choice of where to spend those funds for educational products and services. Community colleges as well as universities will be AMONG the possible choices but NO LONGER THE ONLY CHOICE.

NATIONAL TRENDS FOR THE FUTURE

The eighties will be the era of greater and greater external constraints on public education expenditures with a growing level of state control. This means a diminishing role of local control through taxation under tax reforms coupled with greater accountability and expectation for the resulting educational product.

There are some major trends which are affecting and will continue to

affect higher education, and in particular, the community colleges. These trends are developing due to several factors including a realization by business and industry that increased training of employees can result in higher productivity gains, a recognition that many jobs and entire career fields have been rendered obsolete due to major technological advances, and a displacement of product-oriented business to service and information operations to meet consumer demands at the same time there is an enveloping revolution in life styles focusing on more leisure time and faster-paced career growth combined with a smarter consuming public not only in the field of products and services but in education and training as well. In addition, there has been a growing attitude that higher education as traditionally perceived may not be as flexible, responsive, or capable of providing needed training or education.

If industries have the experience that public education cannot provide the training needed by their employees, train new employees for new job areas or train the work force in basic educational and social skills, the corporate world will begin turning to other means to provide and accredit programs in the private business sector. This trend has already begun with private business corporations such as Burger King, Holiday Inn, and others setting up their own "colleges" and "universities". This has grown out of staff development programs and staff training courses which have been a part of private business on a limited scale for many years. Therefore, traditional institutions of higher education no longer have a monopoly on credentials such as degrees, diplomas, and certification.

As a result of the previous factors, enormous competition is springing up in the educational field. The primary impetus for this competition is from the private sector. Through nontraditional institutions offering bachelor's and master's degrees in a flexible plan that affords employees

seeking these degrees to work at their own pace. Another trend in the competition battle is from business and industry itself in establishing its own programs in staff and personnel training, as well as the establishment by generic industries of in-house training institutes.

FOUR-YEAR INSTITUTIONS SEARCHING FOR NEW MARKETS

As the number of the 18-24 year-olds decreases nationwide, four-year institutions are searching for new markets to maintain the institutions that have grown with the baby boom. As a result of the decline of 18-24 year-olds, universities and four-year colleges are beginning to aim their sights on other educational markets traditionally embraced by community colleges, particularly the adult learner. The Carnegie Council's latest report indicates that universities are taking a different look at the continuing education market for those persons not interested in graduate or postgraduate work alone, but those interested in taking individualized courses and institute training for job advancement, personal interest, and leisure-time avocations.

LESS PUBLIC RESOURCES

The tax reform trend which began with Proposition 13 in California and now spreading throughout the nation under a new umbrella of Reagan economics is quite clear in its impact. There will be less public support of public educational institutions. This trend has tended to catch public education off-guard and will cause many institutions to wallow in self-pity before action begins. The meaning is simple: there will need to be more infusion of private monies and private incentives in public education. Education will be in a free market economy. Corporations will pay for relevant, current professional continuing education and they will design their own if educational institutions don't act quickly enough.

These trends clearly indicate that public education can no longer pretend that it is not a part of a rapidly changing economy. Educators can no longer retreat to their campuses and shut the world out. Campuses and colleges must change to meet these challenges if they are to survive. Community colleges have prided themselves on their unique flexibility, future-oriented perceptions, innovative programs, open access to all members of the community, and an egotistical view that they are more responsive to business and industry as well as to the community than traditional four-year colleges and universities. Although community colleges were established nationwide primarily as a means to take the load off of four-year institutions for freshmen and sophomores, the role of community colleges rapidly changed and evolved. In fact, occupational education was not a major part of the original concept of community colleges. Neither was the aspect of community services an innate part of the founding concepts. But as community colleges grew from the sixties through the seventies, the two-year institutions began more and more occupational courses and became increasingly oriented to serving their communities.

FLORIDA COMMUNITY COLLEGES: WHO ARE THEY?

The year 1982 marks the silver anniversary of Florida's community college system, the anniversary of the year in which the Florida Legislature exercised the courage and foresight to assure that every resident of Florida would have access to the benefits of higher education within commuting distance of his or her home, and that promising scholars of all ages would never again be denied opportunities for lower-division college education, college-level technical programs, continuing education or community services because of their geographic locations or economic conditions.

Legislators of 1957 were truly visionaries, leading Florida into this

ambitious program which has proven to be the community college model for the nation and which has fulfilled needs and expectations as diverse as the communities served by the 28 colleges throughout the state.

The need for continuation of the vision and courage which have led subsequent members of the Florida Legislature to implement the community college plan during the last quarter century is equally critical today.

During the 1980 legislative session, House Bill 70 was introduced and signed into law creating the State Community College Coordinating Board. The Board was charged with the responsibility of preparing a comprehensive master plan which would address the needs of the community college system of this state, especially establishing a system-wide legislative program which never before existed.

MIAMI-DADE COMMUNITY COLLEGE : CASE STUDY, WHY GET INVOLVED IN LEGISLATIVE AFFAIRS

To accomplish the high goals Florida community colleges have set for themselves requires a tremendous amount of funding from the State and Federal Government. Realizing this fact to be true, we at Miami-Dade Community College embarked on the idea of establishing a sound legislative program.

We established what has become to be known across the state as "The Community Colleges Grassroots Politics Program". Taking into consideration that legislative activities are procedurally complex, difficult to follow and often frustrating to even a veteran lobbyist, we decided to get everyone involved. Why?

The first and best reason is that there are hearings being held, votes being taken, and decisions being made in the legislature that directly affect community colleges and the people who work in them. The future of community colleges and their employees across the state is to a great

extent governed by the actions of elected officials in Tallahassee and Washington D.C. Becoming involved in legislative affairs is simply one way in which individuals can look out for their own best interests.

Secondly, the task of persuading legislators to nurture community colleges in their policy and financial decisions is an enormous one that cannot be accomplished by the community college trustees alone, or the presidents all by themselves, or the college lobbyists operating by themselves. It is a task that requires true involvement of everyone in the community college system. Any large undertaking such as an effective legislative program necessitates the commitment of widespread human resources. Everyone can be part of the process if they are only willing. Everyone is needed.

The third reason community college personnel should become involved in legislative activity is because most individuals have a great more political clout than they realize. Community college personnel are on-the-scene. They know what the real problems are in daily operations. Practitioners carry a lot of clout with those who are not familiar with the local community college scene. Politicians and legislative staff must rely on people in the field to keep them informed of problems, and successes, if they are to be effective in Tallahassee or Washington. The voice of a constituent is frequently heard the loudest by legislators who realize they were elected to represent that constituent.

How can the untapped political clout of community college personnel be activated? The key is involvement. Involvement in community and civic groups, political party organizations and political campaigns can increase the visibility of community college people. Increased visibility brings opportunities to tell others of the successes of the community college, its goals and its critical need for support. Individuals can be very

effective in garnering support for a community college simply by letting others know they are proud to work for an institution that diligently seeks to meet the needs of the community. Participating in a political organization is one way to learn about the legislative system and meet elected officials. By volunteering to work on a candidate's campaign, a person can become even closer to those who eventually may be making decisions regarding community colleges.

The next and most important step was how to organize them and educate them in the legislative process.

The first thing we did at Miami-Dade Community College was to establish a College-wide Legislative Committee and assign it the following tasks:

TASK #1: It is essential for all committee members to have a thorough understanding of the legislative process in order to be more effective. (see legislative process)

TASK #2: Set up a one-day workshop and discuss institutional goals and priorities for the upcoming session and other relevant issues.

TASK #3: Develop a legislative calendar of activities. This will provide the College Legislative Committee with a solid program to follow year round. Since legislators have tight schedules that can change quite rapidly, the committee should leave some room for flexibility when preparing the calendar (see appendix).

TASK #4: Develop a strong working relationship with community groups and organizations who can provide the support community colleges need to carry their message to the State Legislature. Keep these community supporters informed of all college activities.

TASK #5: Each year around the month of November, sponsor a reception for the local delegation members and VIPs in the community. This gives the college an opportunity to share ideas such as your college goals for the upcoming session. Plus, you can use this particular activity as a token of appreciation for last year's support.

TASK #6: Coordinate and sponsor workshops and/or seminars dealing with legislative topics such as The State Funding Formula, The Legislative Process, Who's Who in the Community, Reapportionment, etc. This will provide committee members with a better understanding of what your college is trying to accomplish. Do not limit these workshops to members only; invite all those interested.

TASK #7: Each year the local Legislative Delegation will hold public hearings before the upcoming session. This is an excellent opportunity, once again, to have a member of the college's legislative committee address the delegation on issues affecting the college. Keep in mind that most delegations, and legislators in particular, draft their own goals and priorities for the upcoming session. Therefore, the more you make them aware of your concerns, the better the chance you will have in being on top of their priority list.

TASK #8: The backbone of many legislators is his/her legislative aide and/or staff. Each year sponsor a workshop for the legislative aides. This gives your legislative committees and college officials a chance to meet with the legislators' staff and discuss issues of interest to both sides.

TASK #9: Letter writing campaigns can be a very effective means of making

input into the legislative process. Everyone should be encouraged to write to their legislator and express their concerns as issues begin to develop during the session. This activity can be very counter-productive, however, if the people writing do not understand the issues or their information is outdated or the same letter is sent by everyone. Keep everyone well informed and up-to-date.

TASK #10: Part of keeping everyone back at your college well informed can be accomplished by publishing a legislative report on a biweekly basis. Provide them with any or all actions on education bills pertaining to community colleges, and a brief summary of all the rest of the activities such as mood of the session, appropriation process, etc. (see Apprendix). Do a wrap-up report at the end of the session and inform everyone at your college on bills that passed and failed, appropriation allocation, things to look forward to next year, etc.

ANALYSIS

When the 1982 legislative session convenes in Tallahassee in January, it will mark the fifth consecutive year Miami-Dade Community College has had one or more representatives (lobbyists) covering the legislative process.

Keep in mind, as I have already mentioned, that it was not until 1981 that the State Community College Coordinating Board and The President's Council agreed to sign-off on a systemwide legislative program. The result was very significant by the outcome, yet not every institution participated actively in the process.

As I look back and analyze the 1981 session and the community college's legislative program, I must begin by saying that the presence of a number of institutional representatives in Tallahassee during the entire session was extremely beneficial to the systemwide efforts. Some of the benefits which were clearly evident were:

1. The ability to have community college representation in attendance at all meetings of the House and Senate Appropriations Committees and subcommittees, the Senate Education Committee, the House Higher Education Committee, the House and Senate sessions, and the most critical Conference Committee meetings. One person cannot cover these meetings because they frequently occur simultaneously.
2. Continuity of attendance resulting from the same representatives attending all meetings. The several results of this are that:
   a. Institutional representatives know the entire history of each piece of legislation as it passes through the various committees and can better advise and assist the members (such as those sponsoring companion legislation in the

other house) regarding the proposed legislation.

b. Institutional representatives learn the philosophical views of the members of the committees to better work with the committees.

c. Institutional representatives can promptly correct misinformation or misunderstandings of the committee members disclosed by attendance at the meetings.

d. Institutional representatives can testify at appropriate times pertaining to proposed bills or other matters which surface without warning.

3. Legislators who sponsor a bill for the system expect and need the assistance of institutional representatives to watch the companion bill in the other house, resolve differences as they develop in the companion bills as they travel through committees, and keep the bills moving by causing them to be placed on the various calendars. By making use of the special relationships which different institutional representatives have with different legislators, the cooperative efforts can improve the liklihood of more bills being ready for final passage during the frantic closing days of the session.

4. Consistent attendance during the session allows for more opportunities to become acquainted, both formally and informally, with the key legislators, their most helpful aides, and the absolutely critical committee staff members. Many brief meetings with these busy persons are necessary in order to give and receive assistance.

5. Institutional representative credibility with the legislators, staff and aides is absolutely essential in order to be effective.

Credibility only grows over time and exposure. Credibility of the institutional representatives as a group will be developed by continuity, cooperation, unity, and consistency of position. This was achieved to a large extent by the many meetings of institutional representatives each day to compare notes, convey current information, and give spur-of-the-moment assistance to each other.

6. Many excellent opportunities for becoming acquainted with legislators from other delegations is accomplished by institutional representatives arranging these events at lunch and in the evenings and inviting other institutional representatives to join them.
7. An excellent way to train and assist the new lobbyist is to "apprentice" him or her to the group of more experienced lobbyists during the session.
8. Possibly the most valuable feature of having a number of institutional representatives from various sized colleges working together throughout the session is that they constitute a microcosm of the whole system and give better representation through mutual agreement than do one or two individual representatives of attempting to express the views of their institution alone.

Recommendations for Improvement

1. Delegate specific institutional representatives to be responsible for passage of each bill from the beginning of the session as outlined elsewhere in this report.
2. Develop a unified legislative program for the lobbyists as a group to push. Discourage special interest lobbying, unless all agree to assist on it, or all agree to not fight it. This requires open communication between all concerned and some institutional generosity and cooperation.

3. If item is adhered to, then there can be better cooperation and communication and the system can speak more nearly with one voice and, in most instances, with a great deal more force and effect.
4. There should be as much agreement as possible among the colleges on the key Community College Program Fund issues, such as the hold-harmless percentage, tuition deducts, and FTE allocations. (It should be noted, however, that complete unanimity is not always an advantage. During the last session, the disagreement between the colleges over the hold-harmless percentage ultimately increased the total dollar amount appropriated to the Program Fund as conferees insisted on adding to the fund to protect their particular constituents.)
5. The institutional representatives should assist in the selection and obtaining of sponsors for the bills to be proposed by the system.
6. As professionalism develops among the institutional representatives, they will become better able "to agree to disagree" in a manner which presents to legislators a fairer and more objective view of both sides of controversial issues among the various colleges in the system. This ability will significantly enhance the total effectiveness
7. Encourage colleges in districts with legislative leaders (such as Morgan, Peterson, Mann, Frank, Margolis, etc.) to send institutional representatives.

CONCLUSION

As the community colleges in the State of Florida enter the 1980's, the State legislature will continue to focus more attention on education than before. During the 1970's most state legislatures focused their attention on administrative issues. Since the late 70's a major change has occurred as finance legislation has outnumbered administrative legislation for the first time in many years. Yet the introduction of new finance legislation is not as significant a development as the reduction in funding per F.T.E.

Even though the 1981 legislature appropriated more money than ever for the community college system, some of the superior programs provided by community colleges have not been recognized.

The community colleges, as everyone else across the nation, are faced with a new conservative fiscal trend at the Federal level. The Reagan Administration cut-backs will undoubtedly impact state funding during the years to come. The state must carefully analyze the cut-backs and decide what portion, especially financial aid, they are willing to pick up. These decisions are critical in a state-wide education system that already ranks below the national average in faculty salaries.

While Florida's community colleges are strongly committed to excellence and quality education, they are also committed to serving community needs.

To accomplish the high goals we have set for ourselves requires a tremendous amount of funding, as I have already mentioned, from both the State and Federal Government. Some of these reasons are perfect examples of why each year the community colleges of this State must develop a strong legislative program which will enable the system to compete more effectively for the dollars available for education.

Community colleges are far away from any level of lobbying sophistication, but by continuing to work together the system can be very successful in achieving specific legislative goals.

APPENDIX

THE LEGISLATIVE PROCESS

In order to work and be effective within the legislative framework, each college and/or institutional representative, i.e. (lobbyists) must fully understand how our State Government operates; e.g.,

A) How an idea becomes a law

B) Rules of procedure

C) Standing committees (both House and Senate)

D) Legislative powers

E) Executive powers

F) Appropriations process

G) Where to find information (see sources of legislative information).

Because of the size of our legislative body (120 members in the House and 40 members in the Senate), it is almost impossible to work intimately with all the legislators. It is more feasible to concentrate efforts on those individuals assigned to key legislative committees such as Higher Education and Appropriations. This reduces the number of working contacts to approximately twenty. Keep in mind, that it is virtually important that you work with most of the members of your local delegation. Keep them well informed and up-to-date on all legislation and activities pertaining to the community college and the post-secondary education system.

Last, but not least, always remember that legislators are running for office whether it is an election year or not. They will always welcome an opportunity to appear before groups at the community college, such as the Faculty Senate or F.A.C.C. Chapter. Invite them to write an article in the community college in-house publication; in other words, help them get the exposure they need and at the same time improve the college's relationship with its elected officials.

SUMMARY OF THE BUDGET PROCESS

Here is how a State budget is developed:

A) State agencies (i.e. Department of Education) receive and compile requests for funds (Spring-Summer).

B) State agencies forward requests to the Governor's budget office, which prepares his proposed budget (Fall).

C) House and Senate staff members sort budget requests into descending priorities:

1) Continuation of existing programs.

2) Demonstrated workload increases.

3) Improvement in existing programs.

4) New programs.

D) Senate and House Appropriations Committees hold hearings (Winter).

E) Senate and House each pass a budget (Spring).

F) Differences between the Senate and House budgets are resolved in a conference committee. A compromise budget is passed and sent to the Governor (Spring).

G) The Governor approves the budget. He can veto individual items, but he cannot insert anything new. Vetoes can be overriden by a two-thirds vote of each house.

SOURCE OF LEGISLATIVE INFORMATION

Determining what is taking place, when, and where is half the battle in developing an effective legislative program. The following is a list of sources for legislative information that may be helpful, if not essential, to the individual interested in becoming a part of the legislative process.

1. Calendars and journals are printed in the Senate and the House of Representatives every day during the legislative session and intermittently between sessions. These are essential tools for the visitor to Tallahassee and are available in the capitol.
2. Committee and phone directories are published by the House of Representatives and the Senate. For copies write:

   Office of the Clerk
   Florida House of Representatives
   Tallahassee, FL 32304

   Office of the Secretary of the Senate
   Florida Senate
   Tallahassee, FL 32304

3. FACC HOTLINE published by the Florida Association of Community Colleges offers a concise summary of bills of interest to community colleges
4. Toll free legislative information line. Dial 1-800-342-1827.
5. "Today in the Legislature" is aired on public television stations weeknights during the legislative session and is a good source of up-to-date information.
6. Public hearings and legislative committee meetings are held prior to and during the first few weeks of each session. For a schedule of meetings write the appropriate committee office.

Higher Education Committee
Florida House of Representatives
House Office Building, Room 224
Tallahassee, FL 32304

Appropriations Committee
Florida House of Representatives
Capitol, Room 219
Tallahassee, FL 32304

Education Committee
Florida Senate
Senate Office Building, Room 426
Tallahassee, FL 32304

7. Local offices of elected senators and representatives are an excellent source of information. Phone numbers for these offices are listed in the telephone directory. Some legislators publish their own newsletters and surveys and will put you on their mailing list if you request it.

8. Copies of bills filed and acts passed can be obtained without charge upon request.

Documents Supervisor
Office of the Clerk
House of Representatives, 513 Capitol
Tallahassee, FL 32304

HOUSE HIGHER EDUCATION COMMITTEE

Representative Carl Carpenter, Chairman
Representative Carrie Meek, Vice-Chairman
Representative Sam Bell
Representative John Cosgrove
Representative Arnett E. Girardeau
Representative Charles Hall
Representative Larry Hawkins
Representative Fred Lippman
Representative Frank Mann
Representative Don Price
Representative Richard Crotty
Representative Dennis Jones
Representative Bruce McEwan

Staff Director, Dr. Bill Shade
House Office Building, Room 224
Phone (904) 488-3711

APPROPRIATIONS SUBCOMMITTEE III (EDUCATION)

Representative Frank Mann, Chairman
Representative Sam Bell
Representative Carl Carpenter
Representative Tom Gustafson
Representative Jack Hagler
Representative Fred Jones
Representative Sid Martin
Representative Steve Pajcic
Representative Bill Sadowski
Representative Walt Young
Representative Betty Easley

Staff Director, Mr. Tony Carvalho
Room 219 Capitol
(904) 488-6204

SENATE EDUCATION COMMITTEE

Senator Pat Frank, Chairman
Senator Tom Tobiassen, Vice-Chairman
Senator Jack Gordon
Senator George Kirkpatrick
Senator Gwen Margolis
Senator Curtis Peterson
Senator George Stuart
Senator Clark Maxwell
Senator Van B. Poole
Senator Gerald Rehm

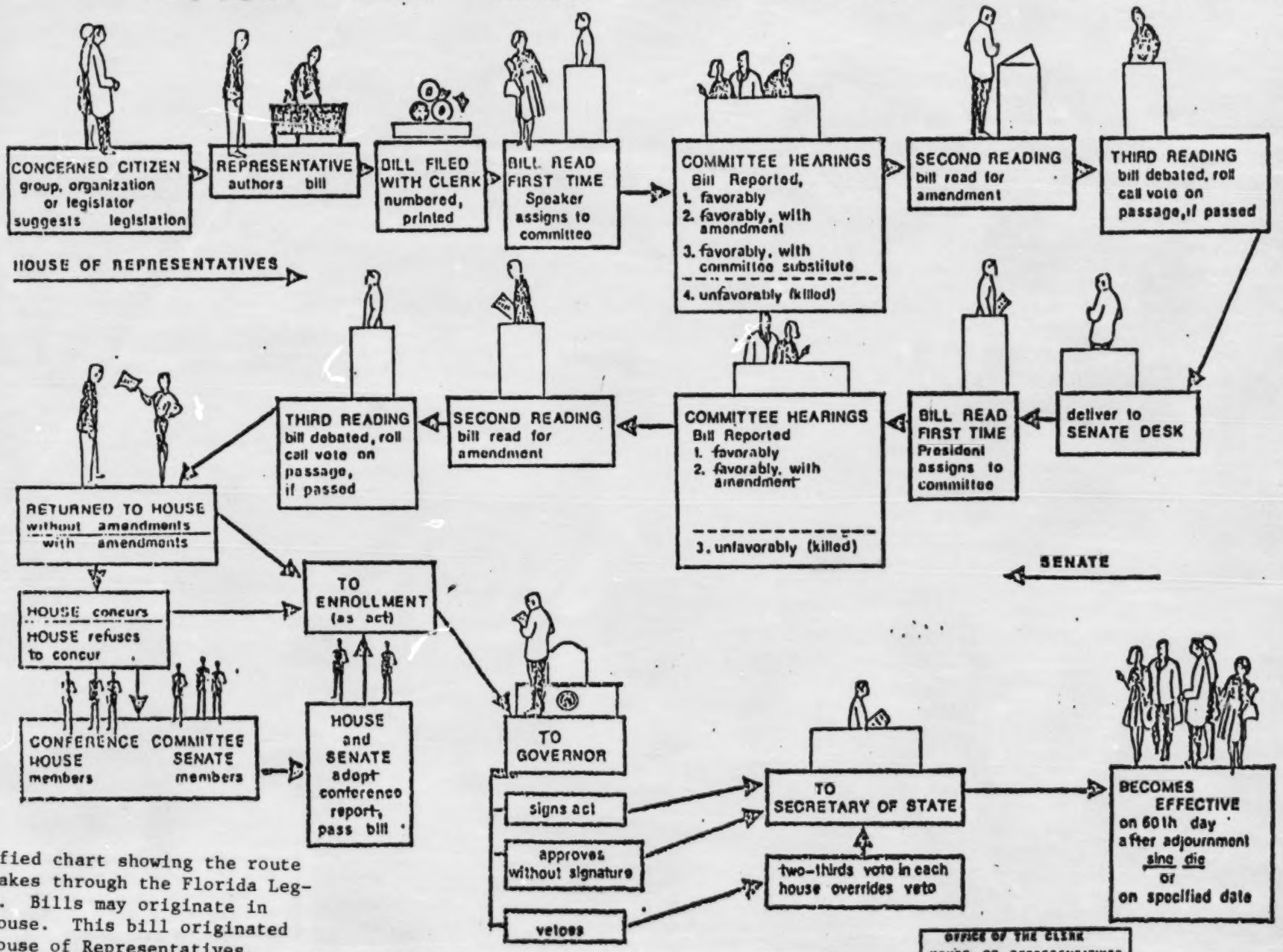
Staff Director, Herman Myers
Senate Office Building, Room 38
Phone (904) 488-7609

APPROPRIATIONS SUBCOMMITTEE "B"

Senator Curtis Peterson, Chairman
Senator Clark Maxwell
Senator Edgar Dunn
Senator George Kirkpatrik
Senator Gwen Margolis
Senator Van B. Poole
Senator Tom Tobiassen

Chief Legislative Analyst, Bill Corley
Community College Analyst, Bill Odom
Phone (904) 488-5636

How An Idea Becomes A Law


CONCERNED CITIZEN group, organization or legislator suggests legislation
REPRESENTATIVE authors bill
BILL FILED WITH CLERK numbered, printed
BILL READ FIRST TIME Speaker assigns to committee
COMMITTEE HEARINGS Bill Reported, 1. favorably 2. favorably, with amendment 3. favorably, with committee substitute 4. unfavorably (killed)
SECOND READING bill read for amendment
THIRD READING bill debated, roll call vote on passage, if passed
HOUSE OF REPRESENTATIVES
deliver to SENATE DESK
BILL READ FIRST TIME President assigns to committee
COMMITTEE HEARINGS Bill Reported 1. favorably 2. favorably, with amendment 3. unfavorably (killed)
SECOND READING bill read for amendment
THIRD READING bill debated, roll call vote on passage, if passed
SENATE
RETURNED TO HOUSE without amendments with amendments
HOUSE concurs
HOUSE refuses to concur
CONFERENCE COMMITTEE HOUSE members SENATE members
TO ENROLLMENT (as act)
HOUSE and SENATE adopt conference report, pass bill
TO GOVERNOR
signs act
approves without signature
vetoes
TO SECRETARY OF STATE
two-thirds vote in each house overrides veto
BECOMES EFFECTIVE on 60th day after adjournment sine die or on specified date
OFFICE OF THE CLERK HOUSE OF REPRESENTATIVES

A simplified chart showing the route a bill takes through the Florida Legislature. Bills may originate in either House. This bill originated in the House of Representatives.

This public document was promulgated at an annual cost of $41.40 or $.0041 per copy for the purpose of informing the public about the passage of laws.

SAMPLE TIMETABLE FOR COMMUNITY COLLEGE

LEGISLATIVE COMMITTEE

JULY: College Legislative Committee meets to briefly review results of the previous session and discuss future plans for the next session.

AUGUST: Committee hears legislative recommendations for the upcoming session from the Office of Public Affairs. Begin to draft goals and priorities for next session.

SEPTEMBER: Committee finalizes and approves a tentative legislative program for the institution. Submit these recommendations to the President's Council - Committee on Public Affairs.

OCTOBER: Legislative Committee reviews any/all recommendations for changes or additions submitted by the Public Affairs Committee and adopts final version of goals and priorities.

NOVEMBER: Legislative Committee develops a plan for legislative liaison efforts at the local level. Goals and priorities are mailed to members of your delegartion, faculty, staff, etc. (Monitor legislative activities closely. Finalize securing sponsors needed for college bills.

DECEMBER: Continue the program adopted in November.

JANUARY 1982: The State Legislature convenes January 18th in Tallahassee. Continue to closely monitor all legislative activities. Keep key legislative members of local delegation up to date on any action taken or anticipated pertaining to community colleges and local bills. Initiate letter writing campaign. Begin to publish a legislative report on a bi-weekly basis.

JUNE 1982: Final legislative report published indicating all the action taken during the session. Review results and make recommendations for the following year.

LETTERS TO LEGISLATORS

I. The Honorable_____

House of Representatives

Tallahassee, FL 32304

II. Senator_____

The Capitol

Tallahassee, FL 32304

III. BASIC RULES OF WRITING LETTERS TO LEGISLATORS

A. Dear Senator/Representative:

B. Introduce yourself.

C. Give reason why you are writing (be as brief as possible).

D. If mentioning a specific bill, include the House Bill number/ Senate Bill number (companion).

E. Give your position on the issue and explain briefly why you have taken such a position.

F. Do not list a series of concerns but focus on one or two issues.

G. Do not send mimeographed form letters, or petitions. Do send individualized personal letters.

H. Make input in a timely manner.

I. Conclude by thanking him or her for their time and cooperation.

J. Make yourself available if further discussion on the issue is necessary.

POINTERS IN PREPARING EFFECTIVE TESTIMONY

1. Provide majority and minority staff a copy of your written testimony 24 hours in advance of the hearing.

2. Call the appropriate staff to find out what the committee's concerns are and what should be covered.

3. Check correspondence files to learn what issues committee members or their constituents have written about.

4. Know a little about the personal background of committee members.

5. Take no longer than 20 minutes and do not read your written testimony.

6. If you leave any points out, ask a friendly staffer or member if you can suggest an area of inquiry.

7. Use graphics, tables, and charts and distribute copies of them to members.

8. Don't use a hearing to introduce a new idea.

9. Do work through the appropriate staff people.

10. Do not bring an army of people with you to the testimony.

11. If possible, introduce yourself before the hearing starts to the members.

12. If you can't answer a question, offer to get the answer and submit it to all members within 24 hours.

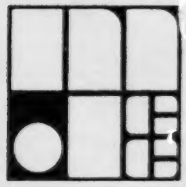
13. Don't argue with a member.

14. Don't interrupt a member when he or she is asking a question or making a statement.

15. Never assume what's known in one house is known in the other.

16. When testimony is returned to be edited, do it quickly and do not attempt to alter the original testimony.

1981
Legislative
Report



Office of Public Affairs
Miami-Dade Community College
11011 S.W. 104 Street
Miami, Florida

1981
Legislative Report

INTRODUCTION

The 1981 legislative session will always be remembered for the power struggle between Senators W. D. Childers, President of the Senate, and Dempsey Barron, Dean of the Senate.

Across the hall, the House of Representatives, for the first time in many years, showed a strong cohesiveness among its members and forced final action on the Appropriations Bill the second day of the Special Session. The Senate, led by Senator Barron's coalition, acted the following day and passed the Appropriations Bill as well.

It was a difficult session to talk about taxes. Governor Graham and Senator W. D. Childers quickly found out that support for a tax increase was not available, mainly because of the new fiscal conservative trend of the Reagan Administration.

During the 1981 session "clean-up" bills dealing with higher education were introduced and passed with strong support from Senator Pat Frank (D-Tampa), chairman of the Senate Education Committee, and from Representative Carl Carpenter (D-Plant City), chairman of the House Higher Education Committee.

The 1982 session will probably be one where the legislators will personally be occupied with the reapportionment issue in the early part of the game. Keep in mind that the 1982 Legislature will convene on January 18th.

We hope this report will give you some of the highlights of 1981 as well as some of the goals and priorities we have established for 1982.

FUNDING OUTCOME

While the 1981 session was a more productive session for community college funding than those in recent years, serious fundamental issues remain. These difficulties arise from the differences among the institutions and their missions, and the fact that the community college funding formula fails to recognize this diversity.

From 1973 through 1981, compared to the other components of the education system in Florida, the funding per full-time equivalent (FTE) student of the community college system has declined sharply. The following table makes it easy to understand how this occurred.

State Appropriations for Florida Education
1972-73 Through 1980-81

Increase in Appropriation		Increase in FTE Students		Increase in Appropriations Per FTE Student	
				Inflation	103%
K-12	137%	K-12	10%	K-12	116%
University System	126%	University System	16%	University System	95%
Community Colleges	122%	Community Colleges	49%	Community Colleges	49%

There has been relatively little difference in the income to each system, but the increase in enrollment in the community colleges has not been funded. Thus, the support per FTE student has drastically declined compared to the other systems. The method of distribution has been to reduce proportionately the allocation to each institution after the State allocation is determined. This has left a dual problem. The growing institutions have not been fully funded for enrollment increases, and stable or declining enrollment institutions, such as Miami-Dade Community College, continue to receive a smaller share of the total fund pool. Both groups feel poorly treated.

The implication of fail-safe and corridor arrangements has been acknowledged as a necessity, and approved by the Legislature, but has not been taken into account in funding requests or system allocations. There is no calculation of funds needed in addition to that earned by enrollment to fully fund the system. The formula request for the system is driven strictly by enrollment. As allocations to institutions occur, it is apparent that funding for more than the forecast enrollment is needed. The dollars generated by formula for the system for the enrollment requested, if fully granted, would not be sufficient to allocate full funding to each institution for approved FTE. There are institutions that will receive more funds than indicated by the forecast enrollment. There are institutions with declining enrollment or enrollment forecast below the previous year enrollment forecast.

Each year, since the corridor and fail-safe approaches were instituted, individual college funding is further from that indicated by the formula. This has a cumulative impact on allocation distribution. Each year more funds are needed for adjustments to the allocation **prior to distribution-by-formula.** This distribution system has produced a roller coaster effect in the funding of individual institutions.

In spite of all these difficulties, the final recommendation of the conferees was $275,299,374 (Program Fund), a figure higher than either the original House or Senate position, which at least provided Miami-Dade Community College with a 10.77% hold harmless.

MAJOR ISSUES

1. **Public Education Capital Outlay**
   Different versions of the capital outlay bill, which was sunsetted this year, were warmly discussed in both Houses and among the conferees. During conference committee, the House position, which benefits community colleges, was accepted in many cases by the Senate. Two important issues that have impact on Miami-Dade Community College are: (a) The authority to use capital outlay funds for lease and lease-purchase of educational facilities; this provision gives each community college some flexibility in meeting the immediate needs of their respective communities; (b) The forgiveness, at least this year, of the 80% payback on advance funding. (The 80% payback on advance funding is a provision which allows institutions to receive the money upfront and later repay the State 80% of it.)

   A. **General Appropriation to Community Colleges**
      Maintenance, Repair & Renovation $2,413,029
      Miami-Dade Community College will receive $424,771 from this total appropriation.

B. **Miami-Dade Community College Completion of Phase II and Renovation at New World Center Campus** $900,000
This is part of Miami-Dade Community College's commitment to the economic development of the Miami downtown area.

2. A total of $2,750,000 was appropriated for library books and technical equipment. Fifty percent (50%) of these funds are to be used to purchase instructional equipment and the remainder for library books. Community colleges are in much more need of technical equipment than library books; therefore, the 50-50 clause puts a serious restriction on each college. Each community college shall match these appropriations from any source on a dollar for dollar basis.
3. The Governor's Summer Program, in its second year now, received an appropriation of $223,500. This program is designed to teach gifted and talented high school students advanced courses at the community colleges. Miami-Dade Community College will receive a portion of these funds for its summer program at the North and South Campuses.
4. As part of Miami-Dade Community College's efforts, $1,000,000 was appropriated for Auxiliary Learning Aids. This program is geared toward providing better services to our handicapped students.
5. Community Instructional Services (CIS) money was reduced from last year's appropriation of $6,389,963 to $4,889,963. These funds have been of great educational support to the citizens of Dade County. It provides special instruction and services to minorities, senior citizens, refugees, etc. Miami-Dade Community College will receive a portion of this appropriation.
6. Because of Commissioner Ralph Turlington's dedication for quality education in our community colleges and university system, $284,000 was appropriated this year for higher education equal access/equal opportunity.
7. As part of the Legislature's recognition of cooperation among public schools and community colleges, proviso languge was introduced and approved allowing high school students to enroll at the community college and receive credit toward their high school graduation. Miami-Dade Community College and Dade County Public School System have been working very closely in making this program a total success.
8. The Commissioner of Education and the Legislature established a pilot project, competency skills testing at the community colleges and universities to be implemented in the fall of 1982.

SUMMARY OF COMMUNITY COLLEGE LEGISLATION

1. HB 151 - TERMINAL PAY FOR SICK LEAVE
   Terminal pay for sick leave provides for terminal pay for accumulated sick leave and removes the provision restricting such pay to time of retirement.
2. CS/HB 277 - MILEAGE/PER DIEM
   Increases and makes changes in travel and per diem reimbursement.
3. SB 189 - GROUP INSURANCE RETIREES
   Bill includes authorizing counties, municipalities, community colleges, or district school boards which provide any kind of group insurance or self-insurance plans for officers, employees, and their dependents to allow retired former personnel and their dependents to continue to participate in such programs; providing that costs of such programs continued for retired employees only may be paid by the employer or retired employee; providing that costs of such programs continued for the dependents of retired employees shall be paid by the retiree; authorizing the commingling of claims experience of active employees and retirees; providing that premiums resulting from commingling may be paid by the employer or retired employee.
4. SB 357 - STUDENT FINANCIAL AID
   Amends section concerning the funds returned to community colleges and universities from the Student Financial Aid Trust Fund to permit the use of such funds for financial aid programs including, but not limited to, scholarships and grants.
5. SB 393 - ACCESSIBILITY FOR HANDICAPPED
   This bill amends statute regarding accessibility of public meetings to physically handicapped persons to require that the college provide mechanical devices or make architectural adaptations if the handicapped person objects to human physical assistance.
6. CS/CS/SB 689 - RETIREMENT/ CONTRIBUTIONS-REEMPLOYMENT
   Amends State retirement provisions to include a supplementary cost-of-living adjustment for specified retirees; an increase in the number of hours a retired employee may work without losing benefits from 600 hours to 780 hours each calendar year; an increase in the employer's retirement contributions from 9.1% to 10.93% for regular members.
7. CS/SB 690 - COMMUNITY COLLEGES/ HEALTH REHABILITATIVE SERVICES
   Provides educational programs for students in residential care facilities of the Department of Health and Rehabilitative Services which may be provided by a community college; providing for funding.
8. SB 824 - TUITION FREE EDUCATION/ IRANIAN RESCUE MISSION
   Bill includes provisions for dependents of deceased or 100% disabled servicemen who participated in the Iranian Rescue Mission; authorizes the State to make as a policy provisions for education.

PROGRAM SUPPORT

Undoubtedly, the outcome of the 1981 Legislative Session could not have been successful without the continued support and hard work of the Dade Delegation and its staff.

The Dade Delegation Subcommittee, chaired by Representative Bill Sadowski, proved to be an important

step in showing the rest of the State the specific needs we have at Miami-Dade Community College.

Both Representative Sadowski and Senator Margolis proved to be strong allies of higher education by sponsoring key pieces of legislation dealing with quality of education. Some of these were the Emphasis on Excellence Program and the Distinguished Visiting Professor Series. Senator Margolis also co-sponsored our "sick leave" bill with Representative Carrie Meek.

Speaker Pro-Tempore Barry Kutun and his staff kept members of the House aware of the special needs of Miami-Dade Community College and worked very hard to maintain the high hold harmless originally proposed by the House.

Senators Jack Gordon, Bob McKnight, John Hill, and Dick Anderson assisted in co-sponsoring bills and other issues such as security problems at Miami-Dade which is finally beginning to be understood around the halls in Tallahassee.

Representative Carrie Meek led the fight to protect the Community Instructional Services (CIS) funds which have been of such valuable educational support in Dade County by helping serve the needs of our entire community, especially the minorities, incoming refugees and senior citizens.

Last, but not least, we like to express our thanks to all the hard-working aides, secretaries, and the staff of the Dade Delegation Office, Margaret Kempel and Beth Pickens.

COMMUNITY SUPPORT

A very important part of the overall Miami-Dade Community College lobbying effort was played by our own faculty and staff. Their letters and telephone calls proved to be a valuable input. Groups such as the Greater Miami Chamber of Commerce, the Kendall Federation of Homeowners, Florida Association of Community Colleges, North Dade Chamber of Commerce, South Dade Chamber of Commerce and many others gave of their time to help us deliver Miami-Dade Community College's message in Tallahassee.

PRIORITY ITEMS FOR 1982

During this past legislative session, Miami-Dade Community College received sufficient funds to maintain its current level of programs. However, stability continues to be missing in the Program Fund.

Signals from the Legislature concerning growth and the funding of growth are mixed and contradictory. This must be resolved if a system is to be devised to fund each institution properly. It is also extremely difficult to develop funding arrangements for such disparate institutions on a single formula. Changes in the formula, especially as they relate to vocational education accounting and deducts, have shifted funds among the institutions.

The need for excellence at the community college has not been recognized, and there has been little funding for superior programming. "Capitilizing on the strengths and capacity of established programs can be more cost effective." (1) Miami-Dade Community College has both the strength and capacity through its Emphasis on Excellence Program to provide such service. There is a strong public sentiment to improve the quality of higher education. Long-term plans for program improvement should be incorporated with the requests to the Legislature.

There are some unique programs among the colleges that do not fit the funding arrangements, such as the Emphasis on Excellence, the Law Enforcement Academy, Fire Science Program, etc., at Miami-Dade Community College. If these programs are to survive, they may require either a program funding approach or other separate considerations in funding.

While the system has grappled with issues concerning growth and decline, another very serious concern that impacts costs in the redistribution of enrollment. Enrollment patterns have been changing significantly, so that some stable enrollment institutions may be experiencing some of the same stress as declining institutions through enrollment decline in disciplines within a college or in a campus of a multi-campus college

Urban Cost Differential Factor

Everyone in Tallahassee understands that it is more expensive to live in South Florida than any other place in the State. Yet Miami-Dade Community College is the only educational component of the State system in Dade County that does not receive these additional dollars. We need a strong commitment backed by funding from our Dade Delegation to include Miami-Dade Community College, as well as other community colleges in the South Florida area in the cost-of-living differential package.

Security

Due to the recent crime wave in Dade County, Miami-Dade Community College has seen its security operation skyrocket over 40% just in the past year, and yet no funding relief has been received from the State to combat this problem. In order to provide for a safe educational setting, we at Miami-Dade Community College must continue to provide adequate protection. The 1982 Legislature should consider this issue carefully and try to provide funding to those institutions that show sufficient need for State relief. Three out of four Miami-Dade Community College campuses are located in high-crime areas.

Public Education Capital Outlay (PECO) Priorities

1. Chapter 235 (PECO) sunsetted in 1981 and was rewritten during the 1981 legislative session; however, the 80% payback provision (allowing advance funding to receive needed dollars up front and later repay the state 80% of it) was kept in the new chapter with the "forgiveness" of at least one more year before it goes into effect (82-83). The 1982 Legislature must very carefully reexamine this issue and determine which will be the appropriate way of distributing PECO dollars.

2. Phase II, Building II, New World Center Campus.

3. Fire Science Institute at the North Campus.

4. Bayfront Park Auditorium Renovation.

5. Renovation of existing facilities for the handicapped and existing buildings in need of maintenance and repair.

THE NEW CHAPTER OF THE **FLORIDA STATUTES** DEALING WITH PECO NOW REQUIRES THE DIVISION OF COMMUNITY COLLEGES TO SUBMIT TO

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[1]Postsecondary Education Commission, 3/12/81

THE OFFICE OF EDUCATIONAL FACILITIES
THREE-YEAR PROJECT PRIORITY LIST

Emphasis on Excellence

With the support and hard work of Representative Bill Sadowski and Senator Gwen Margolis, Miami-Dade Community College was appropriated $100,000 for its Emphasis on Excellence Program. This categorial funding in the overall General Appropriations Act was vetoed by Governor Graham. Miami-Dade Community College would like to propose an Emphasis on Excellence Program system-wide that could include:

1. Honor classes and opportunities for academic programs acceleration.
2. Series of lectures and credit seminars by nationally-known speakers.
3. Program support of the performing and visual arts for students, faculty, and the community.
4. Summer Program for Gifted and Talented High School Students.
5. Regional centers of excellence in Medical Health, Electronics, etc.

Miami-Dade Community College
District Board of Trustees
Garth C. Reeves, Sr., chairman; Daniel K. Gill, vice chairman;
Jack Kassewitz, Maria C. Hernandez, Talbot D'Alemberte

College President: Robert H. McCabe

Miami-Dade is an equal access/equal opportunity community college and does not discriminate on the basis of handicap in compliance with the Rehabilitation Act, Section 504. The college-wide coordinator for compliance is the Director of Minority Affairs and Equity Programs, 596-1214.

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